

Emergency Support Function #6 Mass Care

Primary District Agency:	Department of Human Services
Support District Agencies:	Child and Family Services Agency Department of Parks and Recreation DC Fire and Emergency Medical Services Department DC Libraries DC National Guard DC Office on Aging DC Public Schools Department of Corrections Department of Employment Services Department of Health Department of Mental Health Department of Public Works District Department of Transportation Emergency Management Agency Metropolitan Police Department Office on Asian and Pacific Islander Affairs Office on Latino Affairs Office of Property Management
	<i>Non-Governmental Organizations:</i> American Red Cross, National Capital Chapter Consortium of Universities
Lead Federal Agency:	American Red Cross, National Capital Chapter

I. Introduction

ESF #6—Mass Care coordinates the District’s efforts to provide mass care needs to victims of a public emergency. These services could include, but are not limited to, providing shelter, food, and emergency first aid assistance to those impacted by a public emergency. ESF #6 also covers other basic needs services such as drinking water, temporary sewage/waste management receptacles, basic medical and hygiene needs, and related services. Additionally, ESF #6 supports the establishment and maintenance of systems to provide bulk distribution of emergency disaster relief supplies to disaster victims and response personnel and the collection of information to operate a Disaster Welfare Information (DWI) system for the purpose of reporting victim status and assisting family reunification.

A. Purpose

The purpose of ESF #6 is to promote and ensure a coordinated District capability to provide mass care assistance to victims that have been impacted by a public emergency, including a Weapons of Mass Destruction (WMD) event. (See Terrorism Annex)

B. Scope

1. Initial response activities will focus on meeting urgent needs of disaster victims on a mass care basis. Initial recovery efforts may commence as response activities are taking place. As recovery operations are introduced, close coordination will be required between those organizations responsible for recovery operations and voluntary organizations, such as the American Red Cross (ARC) and other national voluntary organizations, local church and civic groups, and other entities providing recovery assistance, including federal government agencies.
2. Mass care encompasses the following:
 - a. **Shelter**—Emergency shelter for disaster victims includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or the temporary construction of shelters, and the use of similar facilities outside the disaster-affected area, as needed, in cooperation with communities and adjacent local governments in partnership with the District, should evacuation be necessary. As appropriate and in coordination with all support agencies, temporary services, such as portable toilets, decontamination tents, and showers, will be provided to victims.
 - b. **Food**—Food will be provided to disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food and potable water. Such food operations will apply sound nutritional standards and will, to the extent possible, meet requirements of disaster victims with special dietary needs.
 - c. **Emergency First Aid**—Emergency first aid will be provided to victims and emergency workers at mass care facilities and at designated sites within the public emergency area. This service will be supplemental to, or in conjunction with, emergency health and medical services established to meet the needs of disaster victims under ESFs #4 and #8.
 - d. **Disaster Welfare Information**—DWI regarding individuals residing within the affected area will be collected and provided to immediate family members outside the affected area through a DWI system. DWI will also be provided to aid in the reuniting of family members within

the affected area who were separated at the time of the public emergency. In addition, as available and appropriate, the DWI system will also be used to assist pet owners in tracking down pets lost as a result of a public emergency and found by District employees or brought to the attention of the District by citizens or response personnel. The Department of Human Services (DHS) and the ARC will coordinate the dissemination of DWI through ESF #5—Information and Planning, ESF #14—Media Relations and Community Outreach, and ESF #15—Donations and Volunteer Management to both inform the public and receive inquiries.

- e. **Bulk Distribution of Emergency Relief Items**—Sites will be established within the affected area for bulk distribution of emergency relief items to meet the urgent needs of disaster victims. These items may include clothing, blankets, basic medicine, food and dietary supplements, and so forth.
 - f. **Disaster Mental Health—Department of Mental Health (DMH)** will coordinate with private and federal mental health professionals to serve the mental health needs of the disaster victims. DMH will also monitor the mental health of first responders, support agency staff, and volunteers.
3. ESF #6 will be used in transitioning from basic mass care services to longer-term recovery services managed by the ARC, under its Congressional Charter.

II. Policies

- A. All mass care activities and services will be provided without regard to color, national origin, sex, age, marital status, personal appearance, sexual orientation, familial status or responsibilities, disability, matriculation, economic status or racial, religious, political, ethnic, or other affiliation.
- B. All mass care activities and services will be provided in accordance with existing DC and federal rules and regulations.
- C. District department and agency personnel assigned to ESF #6 shall be self-sufficient for a minimum of 72 hours following a public emergency occurrence.
- D. All appropriate government, volunteer, and private sector resources will be utilized, as available.
- E. The DWI system is established and operated by the ARC. The DWI system will consist of those persons identified on shelter lists, National Disaster Medical System (NDMS), casualty lists, and any other information made available by

District, state, or federal Emergency Operations Center (EOCs) and hospitals. This information will be collected, verified, and made available to immediate family members upon the consent of the sought person, if possible, within or outside the affected area. Information on those injured and remaining within the affected area will be limited to that provided by local medical units to the DWI system. Information on casualties evacuated from the affected area to other medical facilities will be restricted to that provided by NDMS tracking capability. The listing of public emergency-related deaths will be limited to officially confirmed fatalities. The DWI operation will be discontinued as soon as it is practical.

III. Situation

A. Disaster Condition

1. The magnitude of the public emergency will be such that the District will be too overwhelmed to assess the public emergency and respond effectively to basic human needs using routine operations. Damage to roads, airports, communications systems, and so forth will hamper emergency response efforts. The movement of emergency supplies may be seriously impeded. People's homes may be destroyed or damaged to the point that entry will not be safe. People may not be able to access homes and other buildings due to damage to the city's infrastructure and transportation systems.
2. Hundreds or thousands of public emergency victims will be forced from their homes, depending on such factors as time of occurrence, area demographics, building construction, and existing weather conditions. There may be large numbers of dead and injured, which will leave large numbers of specialized population groups (e.g., elderly, children, interned) without support. Families may be separated and unable to reunite. Communications systems may be damaged or destroyed such that individuals will not be able to locate their friends or families or be able to identify alternative housing, feeding, emergency medical care, or other basic needs. Hundreds or thousands of transients such as tourists, students, foreign visitors, and homeless persons may be involved.

B. Planning Assumptions

1. A public emergency occurs that produces significant casualties and widespread damage. Individuals may develop serious physical, emotional, or psychological problems requiring specialized medical services.
2. Mass care facilities will receive priority consideration for structural inspections to ensure safety of occupants.
3. Mass care operations and logistical support requirements will be given high priority by city agencies.

4. Primary city shelter facilities will be available, and/or alternative, secondary sites will be identified in the District or in cooperation with neighboring government counties and states in adjacent locations outside the District.
5. It is anticipated that many individuals will be prepared and self-sufficient for a minimum of 72 hours after an incident; however, it is likely that a significant portion of dislocated citizens and District guests will not be self-sufficient during the initial 72 hours. DHS and support agencies, in conjunction with local voluntary organizations, will need to be able to coordinate the evacuation and registration of victims, administer emergency first aid treatment and mental health counseling, and provide other initial mass care needs for at least the first 72 hours after the public emergency.
6. For significant public emergencies, it is anticipated that federal and national assistance will be forthcoming to support mass care operations, including assistance from the National Capital Chapter of the ARC, and the federal government under the auspices of the FRP and the Stafford Act.
7. The restoration of basic infrastructure (e.g., communications, roads, transportation services, and electricity) may take days, weeks, even months. Ongoing assistance under ESF #6 may be required as the response stage transitions to the recovery stage.
8. Some percentage of the sheltered population will require shelter for an extended period of time.
9. Individuals will be anxious to identify the location and health/condition of friends, family, and loved ones. The makeup of the dislocated will likely be diverse and will require attention to cultural, ethnic, language, and other related needs.
10. The designated lead, DHS, and support agency staff will be trained and certified by the ARC in shelter management and emergency relief and support services.
11. There are agreements in place between the ARC and the agents of the government of the District of Columbia for the administration of shelter care, including shelter registration and the implementation of a DWI system.
12. Verbal or written mutual aid agreements exist between the government of the District of Columbia and federal law enforcement agencies and surrounding municipal governments of the counties in Maryland and Virginia.

IV. Concept of Operations

A. General

1. As part of routine operations, the DC Office of Property Management (OPM) and DC Public Schools, in concert with an agreement with the ARC and in accordance with ARC protocols, routinely inspects designated shelter space in the District in preparation for a potential event that will require the temporary sheltering of citizens. In addition, the Office of Contracting and Procurement (OCP) establishes procurement agreements from compiled lists of potential supplies, resources, and supply vendors that will be able to provide goods and services in the event of a public emergency.
2. The shelter management team will maintain liaison with and coordinate requests for assistance through the EOC for food, clothing, and medical assistance; provide assistance in the dissemination of public emergency assistance information; provide an evacuees locator service for family members and public officials; maintain and submit records of shelter operations and resource expenditures; and close the shelter(s) when they are no longer needed. (Shelters operated by the ARC will follow ARC guidelines and policies.)

B. Organization

1. At the District level, ARC, assisted by DHS and the Emergency Management Agency (EMA), will coordinate all ESF #6 activity. Since each support agency will be represented at the EOC, DHS will maintain contact with those representatives as necessary at those locations for the duration of the emergency response period. Support agency representatives will have sufficient knowledge of the capabilities and resources of their agencies, with appropriate authorities to commit resources to the response effort.
2. If a Presidential Disaster Declaration is issued, DHS is the point of contact (POC) within the District and will represent this ESF in its dealings with the District Consequence Management Team (CMT) operating from the EOC. The DC Coordinating Officer (DCCO) to the Federal Coordinating Officer will coordinate requests for federal assistance from the District to the Federal Emergency Management Agency (FEMA). DHS will have an ESF #6 Liaison Officer (ELO) present or available for duty at the Disaster Field Office (DFO) on a 24-hour basis for the duration of the emergency response period.
3. There are designated shelters in every ward in case of major disruptions impacting citizens' safety. In coordination with DHS, the ARC, and the Salvation Army, the CMT will coordinate the delivery of food, cots, blankets, and other supplies for sheltered individuals. If the situation warrants, ESF #6 will request the DC National Guard (DCNG) to deploy mobile food kitchens

to assist with the food programs, as well as to help with shower facilities and decontamination if needed.

C. Notification

1. Upon notification from EMA, DHS will notify designated staff to initiate response operations, including the Emergency Coordinator and the ESF #6 ELO. The ELO will immediately deploy to the EMA EOC and serve as the primary POC, information gatherer, and coordinator for DHS and ESF #6 response operations.
2. The DHS Emergency Coordinator, or designee, will also notify the pre-designated POC for each support agency and authorize activation of the support agency to support the response operation on an as-needed basis.

D. Response Actions

1. Initial Actions

- a. DHS, in concert with EMA, will assess the public emergency situation and assess mass care response needs.
- b. ARC will provide technical assistance and advice to DHS and other District and voluntary response organizations.
- c. Although the Oak Hill Youth Center, which is located in Laurel, Maryland, is outside of the specified disaster area, this facility has generators and fuel for 17 to 20 days. During that period, the management will identify and arrange for relocation to secure shelters. When fuel is exhausted, the youth will be bused to secure shelters.
- d. DHS will ensure that its contract providers have medication available for persons in shelters. DHS, as necessary, will also authorize emergency issued food stamps and vouchers to individuals and families to purchase food on the open market as required.
- e. DHS and support agencies may also provide other disaster relief supplies that may be needed by individuals residing in the shelters.
- f. In the event of a public emergency within the city, in which many of the pre-designated shelters have been damaged or destroyed, DHS will work in conjunction with EMA to identify additional, alternative locations within the District or to coordinate with neighboring communities and governments to identify potential shelter locations and facilities.

- g. As opportunities present themselves, DHS, in concert with the Department of Health (DOH), will assist displaced families to locate lost pets and provide information on lost pets returned to the city's care.
- h. DHS will provide planning information to ESF #5 for the evacuation of victims, including the elderly, persons with disabilities, and children in DHS managed buildings, as necessary.
- i. EMA has designated shelters in every ward in case of a major disturbance or public emergency impacting citizen safety. When conditions warrant, EMA will operate the established community-based emergency/disaster shelters for residents. Persons needing shelter are asked to bring clothing, bathing and sanitary supplies, pre-filled prescriptions and other medical needs, denture and eye care materials, and special dietary supplies or requirements. With the exception of guide dogs, pets are not permitted in the shelters. If the situation warrants, EMA will request DCNG deploy mobile food kitchens to assist with the feeding program, and shower facilities.
- j. As needed, mobile food kitchens and other mass care support will be provided outside the shelter system to support response personnel and individuals of need of such services that are not located in the shelters.
- k. As required, DHS will coordinate with the District Department of Transportation (DDOT) and ESF #1 to identify helipad locations for use of helicopter landings for the delivery and pick up of people and goods on an as needed basis.

2. Continuing Actions

- a. ARC and DHS will continue to operate the shelters once recovery operations commence and families and individuals can return to their homes, find temporary housing, or seek alternative arrangements.
- b. ARC and DHS will continue to coordinate the relocation and reuniting of families until all displaced conditions are resolved.
- c. This effort will be include continued assistance to non-residents (e.g., tourists, visitors, etc.) caught in the public emergency and stationed in the shelters until they are able to return to their homes or next destination.

V. Responsibilities

A. Primary District Agency

1. **Department of Human Services (DHS)**—DHS will ensure that each shelter is staffed to direct the operation of the facility. The staff will be prepared to register all shelter occupants, either individually or by family. Information on the registration form will include each occupants health condition, any special medicines or medical equipment required, any contagious diseases, physical disabilities, or other special needs. The prescribed National Capital Chapter of the ARC will assist in administration of the shelter and have a supply of the registration forms. DHS will reasonably ensure that customers have care, required medication, and food (especially for physically and mentally challenged persons, the homeless, and seniors).

DHS will coordinate and assist with emergency feeding both inside and outside of the shelter environment. DHS staff will assist in the feeding process by coordinating purchases and reimbursement for emergency food during the crisis period. DHS will provide coordinated supervision and services for persons in the emergency shelters with special needs

B. Support District Agencies

1. **Child and Family Services Agency (CFSA)**—CFSA will mobilize its staff and volunteers to assist in District-wide responses. These resources will primarily be used in emergency shelter operations and staffing. CFSA, in concert with the Metropolitan Police Department (MPD), will oversee the identification, processing, protection of any children who may be separated from their parent(s) or guardian, or children identified or reported to be at risk for neglect or abuse while in the emergency shelters or in the community during a public emergency.
2. **Department of Parks and Recreation (DPR)**—DPR will mobilize its staff and volunteers to assist in District-wide responses. Activities may include providing transportation to or assisting with the operation of shelter facilities. In addition, city parks and recreational facilities may be used for staging areas, storage areas, temporary open-air shelter sites, and other uses in support of mass care response efforts. The DPR will also assist with providing children's activities.
3. **DC Fire and Emergency Medical Services Department (DCFEMS)**—DCFEMS will help with evacuation of specific locations (e.g., Metro stations, buildings, etc.), and decontamination, if public safety becomes an issue.

4. **DC Libraries**—DC Libraries will assist with the staffing of designated emergency shelter care facilities and other emergency relief sites, help to staff alternate emergency shelter and/or feeding sites, and assist with the provision of leisure activities at emergency shelter facilities and other emergency relief sites for all age groups.
5. **DC National Guard (DCNG)**—In the event of a declared public emergency, the DCNG will assist MPD with security, both on the streets and in the designated shelters. DCNG will facilitate the transport of disaster relief supplies and equipment and will assist in the evacuation or relocation of victims, as necessary.
6. **DC Office on Aging (DCOA)**—DCOA will assist with the management and care, including the distribution of emergency relief items to District senior citizens at designated sites. DCOA, through its contractors, will assist with operation of shelter-in-place and mobile feeding units to serve District senior citizens. DCOA, in concert with other agencies, will coordinate the transport and relocation of District senior citizens to emergency shelter care facilities. DCOA will assist with staffing emergency shelter facilities situated in communities with large senior citizen populations. DCOA staff and volunteers will assist with the operation of designated feeding and health care service sites for District senior citizens.
7. **DC Public Schools (DCPS)**—DCPS will provide school facilities to be utilized as shelters for emergency sheltering operations, as required. DCPS will provide emergency food, food storage, and cooking facilities for bulk food issuance, as needed, with approval from U.S. Department of Agriculture or other federal agencies, as required.
8. **Department of Corrections (DOC)**—DOC will use internal plans and procedures to ensure safe and secure housing of inmates in the event of a public emergency that requires the closure of part or all of an institution.

DOC will coordinate with EMA, MPD, DHS, and DPR to address issues related to safe and secure shelter of both citizens near correctional institutions and the inmates during public emergencies that affect correctional institutions. The city has identified facilities that have capacity to provide shelter and complete congregate care services if needed. (It may be necessary to move residents away from a correctional facility, if a prison incident is in progress.)

9. **Department of Employment Services (DOES)**—DOES will ensure that facilities located at 609 and 625 H Street, N.E., will be available as emergency shelters/mass feeding centers should they be needed.

DOES will assist in the provision of staff and volunteer resources, as well as recruit emergency manpower to work at emergency shelters, as necessary.

10. **Department of Health (DOH)**—DOH, with medical staff and certified volunteers, will provide emergency first aid services to shelter occupants and assist with medical supply resources when requested and as DOH inventory permits. DOH will ensure oversight and quality of health care that is provided to shelter occupants and will monitor the administration of medications and the provision of special dietary requirements.
11. **Department of Mental Health (DMH)**—DMH will coordinate with private and federal mental health professionals to serve the mental health needs of the disaster victims. DMH will monitor the mental health of first responders, agency staff, and volunteers providing mass care services. DMH will support continued patient care; provide emergency psychiatric care for District residents, workers, and visitors; and coordinate with mental health service providers to monitor mental health issues and ensure appropriate crisis management support to victims, responders, their families and others impacted by the public emergency.
12. **Department of Public Works (DPW)**—DPW will provide solid waste removal and debris removal and assist with the inspection of facilities as required. DPW, in concert with the Water and Sewer Authority, as necessary, and DOH, will ensure that the water and sewer sanitation within the public emergency area are safe.
13. **District Department of Transportation (DDOT)**—DDOT will assess traffic signal operations and the physical conditions of roads for evacuations and will report this to the EMA EOC. DDOT will provide transport drivers and vehicles as needed and as available. DDOT will coordinate with EMA, DHS, and other support agencies in assessing transportation needs and directing such transportation through the District in coordination with any evacuation plan or federal agency evacuation or work release that would impinge on transportation of people, food, or supplies. DDOT will coordinate with Metro for transport of elderly and special needs populations.
14. **Emergency Management Agency (EMA)**—EMA will assist in establishing priorities and coordinating the transition of mass care operations with recovery activities based on public emergency situation information and the availability of resources that can be appropriately applied. EMA will provide logistics support, including communications for public emergency operations. EMA will coordinate the designation and opening of shelters with the building owner or controlling agency.

DHS, in conjunction with EMA, will coordinate arrangement for bedding, cots, food, security, and other essential resources needed at shelters. EMA will consider the potential duration of a shelter opening, number of persons needing shelter, and location of a public emergency when opening a shelter.

DHS, in conjunction with EMA, will coordinate the various District and federal agencies and private group responses to emergency feeding requirements. In addition, EMA will coordinate the use of federal stockpiles of food through FEMA and the ARC (the designated lead agency for federal mass care provisions under the FRP), if federal assistance is deemed necessary by the Mayor.

EMA will assess the situation and execute an evacuation order after consultation with adjacent jurisdictions. If the movement crosses boundaries and the decision is to evacuate, established evacuation routes will be used unless roads are hazardous or blocked. Alternative evacuation routes will be determined after consultation with EMA, MPD, DPW and DDOT. Citizens will be advised and prepared for the evacuation by information announcements over radio and television, and by use of the emergency broadcast system, if necessary.

15. **Metropolitan Police Department (MPD)**—MPD will provide support and assistance in cooperation with the EMA and other city agencies in the event that emergency shelters are established. MPD will maintain security of emergency shelters, including control of ingress and egress in coordination with ARC and DHS. MPD will provide support and assistance to facilitate the delivery of emergency food and supplies. MPD will assist in the notification of the public by providing direction and security along predetermined evacuation routes. MPD will assist in ensuring that any evacuation is conducted in an orderly and safe manner.
16. **Office on Asian and Pacific Islander Affairs (OAPIA)**—OAPIA will assist with staffing and language translation services at emergency shelter and health care facilities and emergency relief sites. OAPIA will assist with family reunification efforts for displaced, non- and limited-English speaking individuals. OAPIA will assist with the provision of volunteer translators for emergency medical intervention, routine health care services, crisis intervention, and psychiatric services, at designated emergency response sites and on the mobile units.
17. **Office on Latino Affairs (OLA)**—OLA will assist with staffing and language translation services at emergency shelter and health care facilities and emergency relief sites. OLA will assist with family reunification efforts for displaced, non- and limited-English speaking individuals. OLA will assist with the provision of volunteer translators for emergency medical

intervention, routine health care services, crisis intervention, and psychiatric services, at designated emergency response sites and on the mobile units.

18. **Office of Property Management (OPM)**—OPM will provide equipment, materials, and trade persons to support mass care efforts. OPM will also identify alternative shelter sites, temporary staging locations, storage locations, and other related services in the event of a public emergency.
19. **American Red Cross (ARC), National Capital Chapter**—The ARC will assist with the management and care of the shelter facilities. In coordination with DHS and EMA, the ARC will arrange for bedding, cots, food, and other essential resources needed at shelters.
20. **Consortium of Universities**—The Consortium will identify and make available alternative sites for emergency shelters. The universities will endeavor to prepare and activate educational and recreational facilities for their use as shelters, as needed. The Consortium will provide language and cultural resources as available to assist in the shelters.

C. Lead Federal Agency

American Red Cross (ARC), Headquarters—The lead federal agency for ESF #6 will provide direct, technical, and other support to the District through the District counterpart ESF#6 Lead Agency, in this case DHS.

Upon the declaration of an emergency or major disaster by the President under the authority of the Robert T. Stafford Disaster Relief Act as Amended, April 1999, the FRP will be implemented by FEMA and other federal departments and agencies. Initially, these agencies will operate out of the FEMA Regional Operations Center. Later, when the DFO is established near the disaster area, the agency ESF representatives that comprise the Emergency Response Team will be in the DFO.

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